AMENDED IN ASSEMBLY JUNE 1, 1999
AMENDED IN ASSEMBLY APRIL 26, 1999
AMENDED IN ASSEMBLY APRIL 5, 1999
AMENDED IN ASSEMBLY MARCH 4, 1999
AMENDED IN ASSEMBLY FEBRUARY 4, 1999

CALIFORNIA LEGISLATURE—1999-2000 REGULAR SESSION

ASSEMBLY BILL

No. 34

Introduced by Assembly Members Steinberg and Baugh (Coauthors: Assembly Members Alquist, Calderon, Cedillo, Gallegos, Hertzberg, Honda, Jackson, Keeley, Kuehl, Lowenthal, Mazzoni, Romero, Strom-Martin, Thomson, and Washington)

(Coauthors: Senators Alpert, Baca, Chesbro, Johnston, Perata, and Solis)

December 7, 1998

An act to amend Sections 5802, 5806, and 5814 of the Welfare and Institutions Code, relating to mental health, and making an appropriation therefor, and declaring the urgency thereof, to take effect immediately.

LEGISLATIVE COUNSEL'S DIGEST

AB 34, as amended, Steinberg. Mental health funding: local grants.

Existing law provides for the allocation of state funds to counties for mental health programs.

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This bill would make various statements of legislative findings and intent regarding the need to provide sufficient funds to counties for adult mental health and related services.

Existing law requires the State Department of Mental Health to establish service standards relating to mental health services. These standards are required to include, among other things, plans for services and evaluation strategies.

This bill would also require these standards to include coordination and access to related medications, substance abuse services, housing assistance,—and vocational rehabilitation, and veterans' services.

The bill would also provide for *the award, by the department, of* planning grants, *outreach grants*, and service expansion grants to counties for adult mental health programs.

The bill would appropriate funds to provide planning grants, *outreach grants*, and expansion grants for counties with significant populations of homeless mentally ill persons through the 2006–07 2000–01 fiscal year.

This bill would declare that it is to take effect immediately as an urgency statute.

Vote: $\frac{2}{3}$. Appropriation: yes. Fiscal committee: yes. State-mandated local program: no.

The people of the State of California do enact as follows:

- 1 SECTION 1. The Legislature finds and declares all of 2 the following:
- (a) Recent estimates indicate that there are 50,000 homeless severely mentally ill Californians, including 10,000 to 20,000 homeless mentally ill veterans.
- 6 (b) Presently there are no financial incentives for 7 counties to provide outreach to homeless mentally ill 8 adults to increase the number of people they serve with 9 severe mental illness.
- 10 (b)
- 11 (c) County dollars are generally fixed, so that
- 12 treatment of a higher than expected number of Medi-Cal
- 13 recipients, who are entitled to treatment by the county,

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reduces the amount of funds available to serve other 2 individuals.

(c)

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(d) Counties should be provided an amount of funds 5 to establish systems of care for severely mentally ill adults, provide mental health services and medications, substance abuse services, housing assistance, vocational rehabilitation, and other programs necessary to stabilize homeless mentally ill 10 persons, get them into regular treatment or access to veterans' services, and off the streets.

(d)

(e) When people who suffer from severe mental 14 illness do not have access to the services they require they wind up in the criminal justice system. 15 frequently 16 However, those who receive extensive community 17 treatment are hardly ever much frequently less 18 incarcerated. The Department of Corrections 19 expending \$400 million annually for the incarceration and 20 treatment of people suffering from severe mental illness. 21 In addition, the Department of Corrections and the 22 criminal justice system are responsible for the placement 23 of more than 3,000 of the total of approximately 4,500 24 persons in the state mental hospitals, for an additional 25 annual state cost of over \$300 million.

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(f) People suffering from severe mental illness receive 28 sentences that are six times frequently longer than those received by others convicted of the same crimes.

(f)

(g) There are no funds or programs that insufficient 32 funds or programs to ensure that people suffering from severe mental illness can receive the treatment they 34 need.

35 (g)

(h) Increasing funding for an adult mental health 36 37 system of care will pay for itself many times over in result 38 in significantly reduced Department of Corrections, criminal justice system, and local law enforcement expenditures for people with severe mental illness.

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SEC. 2. Section 5802 of the Welfare and Institutions 1 Code is amended to read:

- 5802. (a) The Legislature finds that a mental health system of care for adults and older adults with severe and persistent mental illness is vital for the success of mental health managed successful management of mental health care in California. Specifically:
- (1) A comprehensive and coordinated system of care includes community-based treatment, outreach services other early intervention strategies. 10 and management, and interagency system components required by adults and older adults with severe and persistent mental illness.
- (2) Mentally ill adults and older adults receive service different 15 from many state and county agencies. 16 particularly criminal justice, employment, housing, public welfare, health, and mental health. In a system of 18 care these agencies collaborate in order to deliver 19 integrated and cost-effective programs.
- (3) The management of the risk for persons with 21 severe mental illness and related financial risks is
- (3) The recovery of persons with severe mental illness 23 and their financial means are important for all levels of government, business, and the community.
 - (4) System of care services which ensure culturally competent care for persons with severe mental illness in the most appropriate, least restrictive level of care are necessary to achieve the desired performance outcomes.
- (5) Mental health service providers need to increase 30 accountability and further develop methods to measure towards client outcome goals and effectiveness as required by a system of care.
- (b) The Legislature further finds that the integrated 34 service agency model developed in Los Angeles and 35 Stanislaus Counties and the countywide systems model 36 developed in Ventura County, beginning in the 1989–90 37 fiscal year through the implementation of Chapter 982 of 38 the Statutes of 1988, provides provide models for managing care for adults and older adults with severe mental illness that are vital to the implementation and

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success of the mental health managed care plan in California, and have successfully met the performance outcomes required by the Legislature.

- system (c) The Legislature also finds that the 5 components established in these three programs can be replicated and expanded to additional clients in order to provide components established in adult systems of care are of value in providing greater benefit to adults and older adults with severe and persistent mental illness at a lower cost in California.
- (d) Therefore, using the guidelines and principles developed the demonstration under projects implemented under the adult system of care legislation 14 in 1989, it is the intent of the Legislature to accomplish the 15 following:

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- (1) Encourage each county to implement a system of care as described in this legislation for the delivery of 18 mental health services to seriously mentally disordered adults and older adults.
- (2) To promote system of care accountability for 21 performance outcomes which enable adults with severe mental illness to reduce symptoms which impair their ability to live independently, work, maintain community supports, care for their children, stay in good health, not abuse drugs or alcohol, and not commit crimes.
- (3) Maintain funding for the existing programs 27 developed in Angeles, Stanislaus, and Ventura Los 28 Counties as models and technical assistance resources for 29 future expansion of system of care programs to other counties as funding becomes available.
- (4) Provide sufficient funds for counties to establish 32 outreach programs and to provide mental health services and related medications, substance abuse services. supportive other housing assistance, housing or vocational rehabilitation, and other nonmedical 36 programs necessary to stabilize homeless mentally ill persons or mentally ill persons at risk of being homeless, get them off the street, and into treatment and recovery, or to provide access to veterans' services that will also provide for treatment and recovery.

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SEC. 3. Section 5806 of the Welfare and Institutions Code is amended to read:

5806. The State Department of Mental Health shall establish service standards that ensure that members of 5 population are identified, and services target provided to assist them to live independently, work, and potential as productive citizens. department shall provide annual oversight of grants issued pursuant to this part for compliance with these 10 *standards*. These standards include but are not limited to:

- service planning process target 12 population based and includes the following:
- (1) Determination of the numbers of clients to be 14 served and the programs and services that will be 15 provided to meet their needs. The local director of 16 mental health shall consult with the sheriff, the police 17 chief, the probation officer, the mental health board, 18 contract agencies, and family, client, ethnic and citizen 19 constituency groups as determined by the director.
- (2) Plans for services including outreach, design of 21 mental health services. coordination and access 22 medications, substance abuse services, housing assistance, 23 supportive housing or other and vocational rehabilitation 24 vocational rehabilitation, and veterans' services. Plans 25 shall also contain evaluation strategies, which shall 26 consider cultural, linguistic, gender, age, and special 27 needs of minorities in the target populations. Provision 28 shall be made for staff with the cultural background and 29 linguistic skills necessary to remove barriers to mental 30 health services due to limited English speaking ability and cultural differences.
- (3) Provisions for services to meet the needs of target 32 33 population clients who are physically disabled.
- (4) Provision for services to meet the special needs of 35 older adults.
- (5) Provision for family support and consultation 36 services, parenting support and consultation services, and 37 38 peer support or self-help group support, appropriate.

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(b) Each client shall have either a clearly designated 1 2 mental health case manager or a multidisciplinary treatment team who is responsible for providing or Responsibilities assuring needed services. include 5 complete assessment of the client's needs, development of the client's personal services plan, linkage with all appropriate community services, monitoring quality and followthrough of services, and necessary advocacy to ensure each client receives those services 10 which are agreed to in the personal services plan. Each client shall participate in the development of his or her personal services plan, and responsible staff shall consult 12 13 with the designated conservator and, with the consent of 14 the client, consult with the family and other significant 15 persons as appropriate.

- (c) The individual personal services plan shall ensure that members of the target population involved in the system of care receive age, gender, and culturally appropriate services, to the extent feasible, that are designed to enable recipients to:
- (1) Live in the most independent, least restrictive 22 housing feasible in the local community.
 - (2) Engage in the highest level of work or productive activity appropriate to their abilities and experience.
 - (3) Create and maintain a support system consisting of friends, family, and participation in community activities.
 - (4) Access an appropriate level of academic education or vocational training.
 - (5) Obtain an adequate income.

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- (6) Self-manage their illness and exert as much control as possible over both the day-to-day and long-term decisions which affect their lives.
- 33 Access necessary physical health care and 34 maintain the best possible physical health.
- eliminate 35 (8) Reduce or antisocial criminal or 36 behavior and thereby reduce or eliminate their contact with the criminal justice system. 37
- (9) Reduce or eliminate the distress caused by the 38 symptoms of mental illness.

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(10) Reduce or eliminate the harmful effects of alcohol and substance abuse.

- SEC. 4. Section 5814 of the Welfare and Institutions Code is amended to read:
- 5814. (a) (1) This part shall be implemented only to the extent that funds are appropriated for purposes of this part. To the extent that funds are made available, the first priority shall go to maintain funding for the existing programs developed in Los Angeles, Stanislaus, 10 Ventura Counties.
- (2) The director shall establish a methodology for 12 awarding grants under this part consistent with the 13 legislative intent expressed in Section 5802, and in 14 consultation with the advisory committee established in 15 this subdivision.
- (3) The director shall establish an advisory committee 16 17 for the purpose of providing advice regarding the 18 development of criteria for the award of grants, and the 19 identification of specific performance measures for 20 evaluating the effectiveness of grants. The committee 21 shall include, but not be limited to, representatives from 22 state, county, and community veterans' services and 23 disabled veterans outreach programs, supportive housing 24 and other housing assistance programs, law enforcement, 25 county mental health and private providers of local 26 mental health services and mental health outreach 27 services, the Board of Corrections, the State Department 28 of Alcohol and Drug Programs, local substance abuse 29 services providers, the Department of Rehabilitation, 30 and providers of local employment services. The criteria 31 for the award of grants shall include, but not be limited 32 to, all of the following:
- 33 (A) A description of a comprehensive strategic plan 34 for providing outreach, prevention, intervention, and 35 evaluation in a cost appropriate manner corresponding to 36 the criteria specified in subparagraph (C) of paragraph 37 *(1) of subdivision (b).*
- (B) A description of the local population to be served, 38 39 ability to administer an effective service program, and

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1 the degree to which local agencies and advocates will support and collaborate with program efforts. 3

- (C) Memoranda of understanding for referral and 4 coordination with county probation program parolees 5 and all severely mentally ill individuals being released 6 from custody of the Sheriff, the Department of the Youth 7 Authority, or the Department ofCorrections. 8 Memoranda of understanding with local housing and 9 redevelopment agencies and other programs to provide 10 housing assistance and other appropriate interagency coordination.
- (D) Mechanisms to award grants in a manner that 13 supports better performance by counties by restricting 14 the availability and level of grants for counties based on 15 the extent to which the current number of people 16 receiving extensive community mental health services 17 with funds provided other than through this part in the 18 county are significantly below those of other comparably 19 sized counties with comparable resources, and by 20 rewarding counties who are able to provide extensive 21 community mental health services to more people within 22 *other available resources.*
- (b) As funds become available, this program shall be 24 expanded to provide training and funding for counties 25 with significant populations of homeless mentally ill 26 persons consisting of both of, which may include the following types of grants:
- (1) Planning Strategic planning grants for 29 counties to create, and for existing system of care counties to expand, an adult system of care that meets the requirements of this part.

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33 (A) Strategic planning grants shall require a strategy composed 34 committee of, but notlimited 35 representatives of the local government and private 36 providers of housing assistance, mental health services, 37 outreach for mental health services, veterans' services, 38 outreach disabled law enforcement, to veterans, 39 substance abuse services and employment services. An 40 existing local committee may be utilized to serve as this **AB 34 — 10 —**

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strategy committee if it includes or is expanded to include the required representation.

- (B) The strategy committee shall develop 4 comprehensive plan for providing services pursuant to 5 this part. The strategic plan shall be suitable to form the 6 basis for a performance-based contract with department.
- (C) The strategic plan shall identify specific outcome 9 and performance measures and annual reporting that 10 will allow the department to evaluate, at a minimum, the effectiveness of the strategies in providing successful 12 outreach and reducing homelessness, and involvement 13 with local law enforcement, and other measures 14 identified by both the department and the strategy 15 committee. The outcome and performance measures 16 *shall include, but not be limited to all of the following:*
- (i) The number of persons served, and of those, the 18 number who are able to maintain housing, and the 19 number who receive extensive community mental health 20 services for at least four months in a six-month period.
- (ii) The number of persons with contacts with local 22 law enforcement and the extent to which local and state 23 incarceration has been reduced.
- (iii) The number of persons able to demonstrate an 25 increase in stability of income including competitive 26 employment.
- (2) Four-year outreach service grants in accordance 28 with a contract between the state and approved counties 29 that reflects the number of anticipated contacts with 30 people who are homeless or at risk of homelessness, and 31 the number of those who are severely mentally ill and 32 who are likely to be successfully referred for treatment and will remain treatment until successfully in34 discharged.
- (3) (A) Four-year service expansion grants 36 accordance with a contract between the state approved counties that provides a formula for annual 38 increased funding reflecting net increases in the total annual number of severely mentally ill adults, 40 described in Section 5600.3, who receive extensive

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1 community mental health services in at least four consecutive months in a six-month period. As 3 used in this section, "receiving extensive community 4 mental health services" means having a case manager as 5 described in subdivision (b) of Section 5806, having an 6 individual personal service plan as described in subdivision (c) of Section 5806, and receiving service pursuant to that plan in four months of a six-month period.

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(B) The formula incentive funding provided pursuant 11 to subparagraph (A) shall be sufficient to provide mental 12 health services, medically necessary medications to treat 13 severe mental illnesses, alcohol and drug services, 14 *supportive* housing and other housing assistance, 15 vocational rehabilitation, money management assistance 16 for accessing other health care and obtaining federal income and housing support, accessing veterans' services, 17 18 and stipends to attract and retain sufficient numbers of 19 qualified professionals as necessary to provide the 20 necessary levels of these services. These grants shall, 21 however, pay for only the portion of the costs of those 22 services not likely to be provided by federal funds or 23 other state funds. The amount of the grants may be 24 increased to reward counties that are providing extensive 25 community mental health services to significantly more 26 severely mentally ill adults, with funds other than those 27 provided pursuant to this part, relative to 28 comparable counties based on size, location, 29 resources, and may be decreased to penalize counties, 30 and in some cases make them ineligible for participation 31 in these grants, if the numbers of severely mentally ill 32 adults to whom a county is providing extensive community mental health services relative to its size, 34 location, and resources is significantly below that of other 35 comparable counties.

(C) Grants provided pursuant to subparagraph (A) 37 shall include provisions measuring the base level of the number of people suffering from severe mental illness who are arrested and serve in jail, prison, or a state hospital as a result of their arrest in the applicable county, AB 34 **— 12 —**

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and measuring how the grant and increased mental health services provided by the grant reduces the portion of criminal justice system resources required to be expended on people with severe mental illness. Grants shall also include a projection of the number of persons to be served annually. Beginning in the 2002-03 fiscal year, funding shall be based upon each county's successful demonstration that the county has served the number of adults projected for the prior fiscal year.

- (D) Four-year outreach grants, provided pursuant to 11 paragraph (2), may be renewed upon their expiration 12 provided that the applicant county demonstrates to the 13 satisfaction of the department that the outreach services 14 are successfully reaching and bringing into treatment the 15 numbers of persons projected in the contract. The 16 contract may be modified as necessary based upon the 17 results being achieved, both in the outreach program and 18 in the program expansion grant.
- program (E) Four-year expansion grants provided 20 pursuant to subparagraph (A) may be renewed upon 21 their expiration, provided that the applicant county 22 demonstrates to the satisfaction of the department that 23 the services provided are successfully reducing the unmet mental health need and providing for reduction in the amount of law enforcement, criminal justice system, and state corrections expenditures that would otherwise 27 be expended upon persons with severe mental illness 28 from the applicable county in accordance with a process included in the grant for measuring these reductions and 30 setting forth benchmarks for reducing the expenditures 31 as mental health expenditures increase, and for meeting 32 other performance objectives established in the contract. The benchmarks for reduction in incarceration rates shall 34 require each county to reduce incarceration rates by 20 percent or more over the four-year period. In reviewing 36 a county program for renewal of a grant, the department approve the renewal even if the performance benchmark is unmet reduction in incarceration rates 38 not meet therequired performance, department finds that the county program is *meeting*

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performance benchmarks established other incontract, and is successfully stabilizing more people with severe mental illness, improving the community by 4 reducing homelessness, and achieving the maximum 5 feasible reduction in incarceration of people with severe mental illness.

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(F) In any county in which the director determines the program has not resulted in a reduction of criminal 10 iustice expenditures or is not meeting other performance benchmarks in accordance with the previous four-year grant, the director may limit the funds available for a 13 continuation of the grant, or an expansion of the grant, or 14 impose other conditions upon the grant in order to 15 improve the performance of the county in reducing the 16 incarceration of people suffering from severe mental illness.

(F)

- (G) On or before November 1, 2001, and annually 20 thereafter, the director shall report to the Legislature regarding the impact of grants funded pursuant to this section in reducing the incarceration of people suffering 23 from severe mental illness, and make recommendations 24 to the Legislature regarding how counties can improve their performance and whether state policies regarding severe mental illness should be changed. The director may establish standards and a reporting format for county reports to the director on annual progress toward attaining expansion grant goals.
- (G) If the director determines pursuant to 31 subparagraph (E) that the funding levels set forth in Section 5 of the act adding this subparagraph are not adequate to meet the need, the director shall indicate the 34 anticipated additional funding required and the funding 35 in the 2007-08 fiscal year and subsequent fiscal years may 36 be increased by amounts not to exceed fifty million dollars 37 (\$50,000,000) in any one subsequent fiscal year, provided 38 that the total appropriations in any one fiscal year shall not exceed five hundred million dollars (\$500,000,000).

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(c) Contracts awarded pursuant to this part shall be exempt from the Public Contract Code and the state administrative manual and shall not be subject to the approval of the Department of General Services.

- (d) Notwithstanding any other provision of law, funds 6 awarded to counties pursuant to this part and Part 4 (commencing with Section 5850) shall not require a local match in funds. However, counties shall demonstrate a maintenance of effort in adult and childrens mental 10 health services.
- (e) No county shall reduce existing system-of-care or 12 Bronzan-McCorquodale service funds provided under this part and Part 4 (commencing with Section 5850) if 14 adult or childrens system-of-care funds are accepted by 15 the county.
- SEC. 5. (a) The sum of three twelve million dollars 16 17 (\$3,000,000) (\$12,000,000) is hereby appropriated from 18 the General Fund to the State Department of Mental 19 Health. Five hundred thousand dollars (\$500,000) shall be allocated for training, by or through the programs established pursuant to subdivision (a) of Section 5814 of 21 22 *the* Welfare and Institutions Code.Five thousand dollars (\$500,000) shall be allocated for training to counties in homeless outreach to be offered through an 25 organization with significant success with homeless 26 outreach programs, and two million dollars (\$2,000,000) 27 allocated counties for grants to 28 implementation of paragraph (1) of subdivision (b) of Section 5814 of the Welfare and Institutions Code during 30 the 1999–2000 fiscal year. Nine million dollars (\$9,000,000) shall be allocated for implementation of paragraphs (2) and (3) of subdivision (b) of Section 5814 of the Welfare and Institutions Code for grants to counties that enter 34 into contracts to establish or expand their programs on or 35 before April 1, 2000.
- (b) The sum of fifty million dollars (\$50,000,000) forty 36 37 one million dollars (\$41,000,000) is hereby appropriated from the General Fund for the 2000-01 fiscal year to the State Department of Mental Health for implementation

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of paragraph (2) of subdivision (b) of Section 5814 of the 2 Welfare and Institutions Code.

- (e) A sum not to exceed one hundred million dollars (\$100,000,000) is hereby appropriated for the 2001–02 fiscal year from the General Fund to the State Department of Mental Health for implementation of paragraph (2) of subdivision (b) of Section 5814 of the Welfare and Institutions Code.
- (d) A sum not to exceed one hundred fifty million dollars (\$150,000,000) is hereby appropriated for the 2002-03 fiscal year from the General Fund to the State Department of Mental Health for implementation of paragraph (2) of subdivision (b) of Section 5814 of the Welfare and Institutions Code.
- (e) A sum not to exceed two hundred million dollars (\$200,000,000) is hereby appropriated for the 2003–04 fiscal year from the General Fund to the State Department of Mental Health for implementation of paragraph (2) of subdivision (b) of Section 5814 of the Welfare and Institutions Code.
- (f) A sum not to exceed two hundred fifty million dollars (\$250,000,000) is hereby appropriated for the 2004-05 fiscal year from the General Fund to the State Department of Mental Health for implementation of paragraph (2) of subdivision (b) of Section 5814 of the Welfare and Institutions Code.
- (g) A sum not to exceed three hundred million dollars (\$300,000,000) is hereby appropriated for the 2005-06 fiscal year from the General Fund to the State Department of Mental Health for implementation of paragraph (2) of subdivision (b) of Section 5814 of the Welfare and Institutions Code.
- (h) A sum not to exceed three hundred fifty million 34 dollars (\$350,000,000) is hereby appropriated for the 2006–07 fiscal year and an equal amount is hereby 36 continuously appropriated for each fiscal year thereafter from the General Fund to the State Department of Mental Health for implementation of paragraph (2) of subdivision (b) of Section 5814 of the Welfare and

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(c) The State Department of Mental Health shall allocate to counties, from the amount appropriated pursuant to subdivision (a), for the first year of initial grants to counties, the amount projected by each county that would be required to fund first-year costs pursuant to paragraph (2) of subdivision (b) of Section 5814 of the Welfare and Institutions Code. If the total of the projected first-year costs of all counties exceeds the 10 maximum appropriation, each county shall receive a percentage of the maximum appropriation equal to that county's percentage of the total projected costs for all 12 13 counties.

(j) The

(d) It is the intent of the Legislature that the amounts 16 appropriated to the State Department of Mental Health, 17 in subdivisions (b) to (h), inclusive, for the second and all 18 subsequent fiscal years of funding for expansion of the 19 county mental health programs pursuant to Section 5814 20 of the Welfare and Institutions Code, shall be allocated to 21 counties based on the actual amounts due under the 22 contract with the applicable county for the actual net 23 increases in the number of persons served during the 24 prior fiscal year, adjusted by the amount that the 25 allocation to the county in the prior fiscal year was greater 26 or less than the amount required to fund the county for the actual increase in number of persons served. If the 28 total amount of the allocations due to all counties would exceed the maximum allowable appropriation previous 30 year's appropriation by more than fifty million dollars 31 (\$50,000,000) for that year, each county shall receive a 32 percentage of the maximum a fifty million dollar 33 (\$50,000,000) increase over the previous vear's 34 appropriation equal to that county's percentage of the 35 total costs for all counties for that year. If the allocations 36 to counties are reduced, the The balance of each county's 37 costs — may shall be paid to that county in the following 38 fiscal year to the extent funds are available.

(e) Of the amounts appropriated each year, five 39 40 hundred thousand dollars (\$500,000) shall be allocated to —17 — AB 34

1 departmental support for administrative costs associated 2 with the programs described in this section.

3 SEC. 6. This act is an urgency statute necessary for 4 the immediate preservation of the public peace, health, 5 or safety within the meaning of Article IV of the 6 Constitution and shall go into immediate effect. The facts 7 constituting the necessity are:

8 In order for the State Department of Mental Health to 9 have the program established and grants awarded within 10 the time frames set forth in this act, and to ensure that the 11 state is able to begin promptly achieving reductions in 12 incarceration and homelessness in accordance with this 13 measure, it is essential that this act take effect 14 immediately.